

SMOKETOWN/SHELBY PARK NEIGHBORHOOD PLAN UPDATE

March 5, 2002



Gresham, Smith &
Partners

Smoketown / Shelby
Park Neighborhood
Task Force



Louisville Development
Authority

Smoketown / Shelby Park Neighborhood Plan

ACKNOWLEDGEMENTS

Neighborhood Plan Task Force:

Ella Roberts, Chair		
Delquan Dorsey	Dawn Klemm	Ann Aimes
William Gatewood	Officer Terra Long, LPD	Ernest "Camp" Edwards
Ruby Gobel	Rev. Alex Shanklin	Dennis Duncan
Pat Vissman	Edward Hammond	Sister Julie Driscoll
Elisa Samuels	Teresa Jarrett	

John Hall, Weed & Seed Program, Louisville Department of Neighborhoods
Tim Barry, Director, Louisville Housing Authority
Annetta Arno, TARC

Louisville Development Authority:

Charles Cash, Acting Director
Patti Clare, AICP
Susan Hamilton
Lisa Hite, AICP

Gresham, Smith and Partners:

Jon Henney, AICP
Judy Sherer
Vince Monks
Mark Barry

Special thanks to the following institutions for allowing the use of their space for Task Force and public meetings:

Presbyterian Community Center, 760 S. *Hancock Street*
Meyzeek Middle School, 828 S. *Jackson Street*
Mt. Olive Missionary Baptist Church, 443 E. *Kentucky Street*

Smoketown / Shelby Park Neighborhood Plan

TABLE OF CONTENTS

1. Introduction.....	Page 1
1.1 <i>Background</i>	
1.2 <i>Neighborhood Planning Process</i>	
2. Planning Process	Page 4
2.1 <i>Inventory</i>	
2.2 <i>Public Participation</i>	
2.2.1 <i>Meetings</i>	
2.3 <i>Goals and Strategies</i>	
3. Demographics	Page 7
4. Land Use	Page 8
4.1 <i>Historic Development Patterns</i>	
4.2 <i>Recent Development Activity</i>	
4.3 <i>Plan Certain</i>	
4.4 <i>Density Analysis</i>	
4.5 <i>Characterization of Existing Land Use</i>	
4.5.1 <i>A Closer Look At Smoketown</i>	
4.5.2 <i>A Closer Look At Shelby Park</i>	
4.6 <i>Existing Zoning</i>	
4.6.1 <i>Smoketown Zoning</i>	
4.6.2 <i>Shelby Park Zoning</i>	
4.7 <i>Cornerstone 2020</i>	
4.8 <i>Recommendations</i>	
4.8.1 <i>Conceptual Master Plan</i>	
4.8.2 <i>Area-wide Rezoning</i>	
4.8.3 <i>Land Use Recommendations</i>	
5. Transportation	Page 35
6. Other Issues.....	Page 38
6.1 <i>Design Guidelines</i>	
6.2 <i>Gateway/Corridors Improvements</i>	
6.3 <i>Housing Strategy</i>	
6.4 <i>Economic Development Strategy</i>	
6.5 <i>Integration/Coordination</i>	
7. Appendix.....	Page 45
Agency comments: Jefferson County Division of Planning and Development Services	
Attachments: Smoketown and Shelby Park Development <u>Strategy</u>	
<u>Smoketown and Shelby Park Design Guidelines and Prototypes</u>	

Smoketown / Shelby Park Neighborhood Plan

1. Introduction

1.1 Background

The Smoketown/Shelby Park Neighborhood Plan Update process formally began in 1993. Several initiatives were undertaken as part of a broad-based effort to identify and implement opportunities to improve socio-economic conditions in the area. These initiatives included work by the Bingham Fellows, the Louisville Community Design Center, and the development of an Empowerment Zone / Enterprise Community application. These early efforts brought together several independent neighborhood leadership groups including the Smoketown Priority Reunion Association, the Smoketown Neighborhood Development, Inc., the Sheppard Square Resident Council, and the Shelby Park Neighborhood Association's Community Housing Development Organization. These partnerships eventually emerged as the current Smoketown/Shelby Park Neighborhood Coalition.

In 1995 the *Smoketown and Shelby Park Neighborhood Partnership Development Strategy* was drafted to establish clear goals and implementation strategies for the Smoketown/Shelby Park area. The Louisville Development Authority (LDA) served as consultant and staff to the Smoketown/Shelby Park Strategy Committee in the preparation of this guidance document. A companion document, the *Smoketown/Shelby Park Design Guidelines and Prototypes* was developed to help ensure architectural compatibility of residential development within the area.

The recommendations contained in the *Development Strategy* and the *Design Guidelines and Prototypes*, while representing the goals of the community, were never formally recognized or adopted by the Board of Aldermen, and thus have carried little weight in guiding development decisions. In September of 2000, the Smoketown/Shelby Park Neighborhood Coalition asked the City to assist them in bringing about the formal adoption of a Neighborhood Plan Update for the area. A Neighborhood Plan Task Force, appointed by Mayor Armstrong in the spring of 2001, set in motion the process for an official Smoketown/Shelby Park Neighborhood Plan Update.

This report provides land use and public improvement recommendations for the Smoketown/Shelby Park neighborhoods, to be used in conjunction with the 1995 *Development Strategy*. The combined documents make up the *Smoketown/Shelby Park Neighborhood Plan*, providing all the required elements for a Neighborhood Plan as set forth in City of Louisville Ordinance No.22, Series 1980, and Ordinance No. 67, Series 1986. This document is intended to further the ongoing efforts to protect and preserve the historic neighborhood character of Smoketown and Shelby Park as well as to stimulate and support redevelopment in the area.

Study Area

The Smoketown/Shelby Park study area is located southeast of Louisville's central business district. The study area boundaries, defined by the existing transportation network, are: Broadway (north), Brook Street/I-65 (west), the CSX railroad (south/southeast), and Beargrass Creek (east) (see Figure 1).

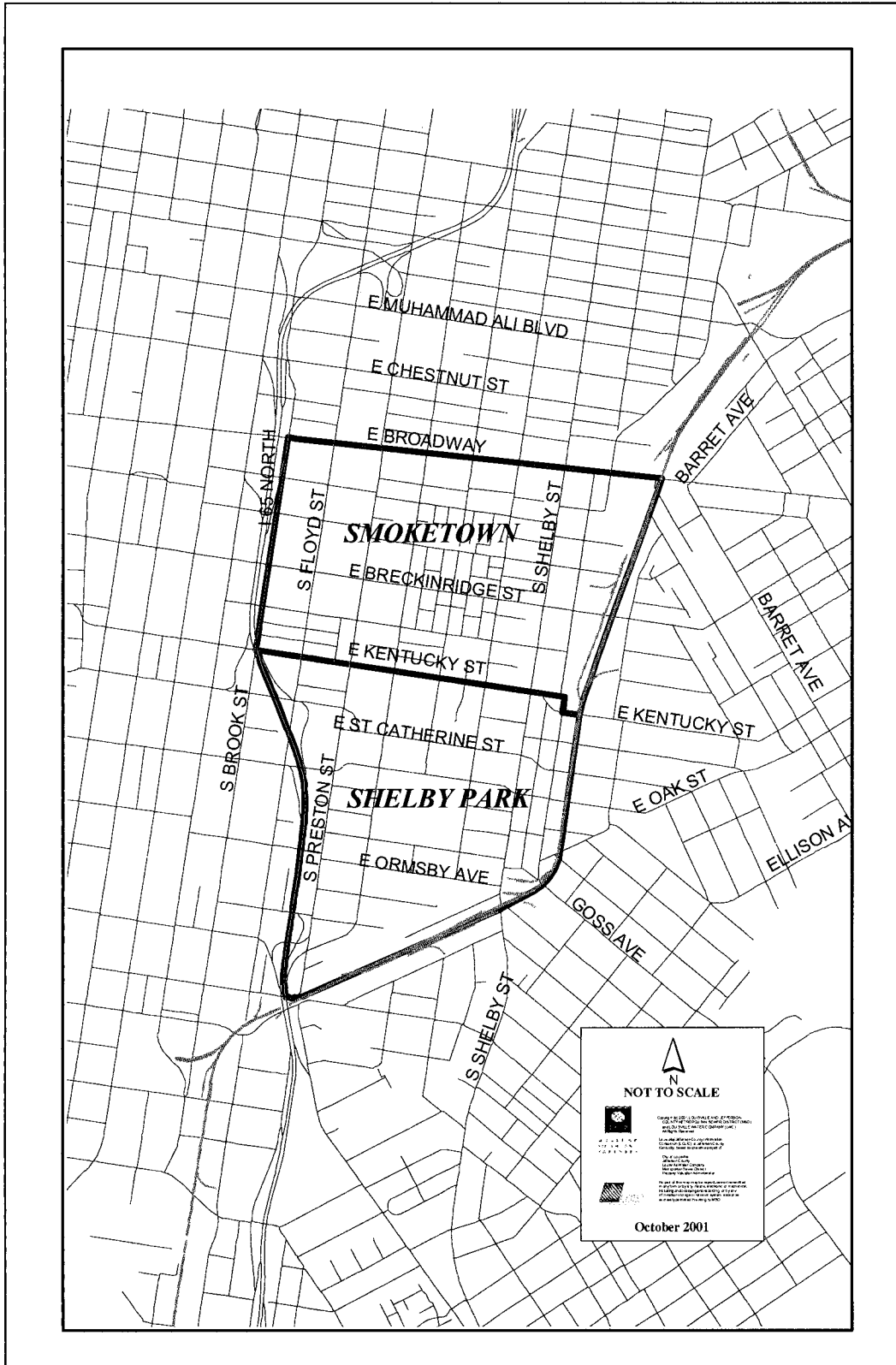


FIGURE 1: Boundary of Study Area

1.2 *Neighborhood Planning Process*

Within the City of Louisville, neighborhood planning is based on Ordinance No. 22, Series 1980 and Ordinance No. 67, Series 1986. These ordinances specify a number of required elements that all Neighborhood Plans must have, including a land use section and a transportation section. The Plan must also address various other issues.

- *Land Use.* This includes issues of development type, intensity, and character of a neighborhood, as well as analysis of major public and private land use and future land use patterns. In addition, recommendations are made for land use guidelines and zoning changes to facilitate that pattern.
- *Transportation.* This section must include a description of all existing modes of transportation (pedestrian, mass transit, etc.), a projected transportation system for all modes, and recommendation and implementation strategies for proposed improvements to all modes.
- *Other Topics.* The plan may also include other topics such as housing, economic development, environmental or public health, social services, utilities, open space, urban design, public services, and historic preservation.

Typically, the plan is a collaboration of neighborhood citizens, the Louisville Development Authority as well as various other local governmental agencies, and consultants. Once the plan is finished, neighborhood associations, the affected city or county agencies, and the Department of Neighborhoods must review it. Once this review process is complete, the plan is then considered for adoption in part or in whole by the Board of Aldermen. Under Cornerstone 2020, the county's new comprehensive land use plan, the land use recommendations may also be considered for adoption as part of the comprehensive plan. However, this adoption requires action by the Planning Commission and the Board of Aldermen.

The Board of Aldermen can then use the completed neighborhood plan in a number of ways. Recommendations of the plan can be used to develop citywide plans and strategies, to review policy, and in the preparation of budgets. The Board may also act as applicant for zoning change proposals recommended by the plan, as specified under KRS 100.211. Also, the plan can be used parts or all of the plan to determine agreement with Cornerstone 2020 in the zoning change review process.

2. Planning Process

2.1 Inventory

The study was initiated with a parcel-by-parcel inventory of existing land uses. Data was collected between November 2000 and January 2001 using "windshield surveys" and by walking each block. The study area consists of over 2800 parcels which were broken into twelve (12) zones with sub-areas in each roughly following the street blocks for the purpose of the inventorying (see Appendix).

Based on observation, each parcel was coded for a specific land use: single-family residential, duplex, multi-family residential, office, commercial, industrial, warehouse or storage, office/commercial mixed use, office/residential mixed use, commercial/residential mixed use, church, school, other institutional, park, garage, shed, parking lot, vacant, or right-of-way. In cases where applicable, a primary and secondary land use were assigned, but only the primary land use was considered in the study analysis. LOJIC land use data and 1998 aerial photography were used when the primary land use was not obvious or could not be determined.

Other characteristics were also gathered for each parcel such as 'facility name' (for non-residential uses); 'condition of structure'; 'number of stories'; whether structure was occupied; the type of facade material; the type of parking (on or off-street); and whether the buildings' (if any existed) setbacks, mass, and or appearance conformed to the rest of the block. From this information, a database was constructed for each parcel in the study area. Detailed inventory and analysis maps were then created using Geographic Information System (GIS) technology.

2.2 Public Participation

2.2.a. Meetings

The public participation process began with the Smoketown/Shelby Park Neighborhood Coalition. Sometime in early 2001, LDA met with the Coalition to discuss strengths, weaknesses, and opportunities for the neighborhood, and also identified recent development activity. The framework for



the neighborhood plan was also discussed at these early meetings. In spring 2001, the Smoketown/Shelby Park Neighborhood Plan Task Force members were appointed by Mayor Armstrong. This task force met on July 11 and September 13, 2001. In addition,

Smoketown / Shelby Park Neighborhood Plan

public meetings were held June 21 and August 16, 2001 in order to keep residents and business owners up-to-date on the progress of the neighborhood plan and to gather ideas.

2.3 Goals and Strategies

Part of the public process focused on developing goals and strategies for the Neighborhood Plan. The 1995 *Development Strategy* contained a series of goals and strategies to address four key issue areas: Human Capital Development, Economic Development, Residential Development, and Public Safety. Within these four issue areas were goals and strategies specifically focused on land use. Because a considerable amount of time and energy was devoted to development of goals and strategies in 1995, this process began by examining those goals and strategies. They included:

Issue: Human Capital Development

Goal:

Coordinate institutional development—agencies and institutions involved in human development—to better serve the people of Smoketown and Shelby Park.

Issue: Economic Development

Goal:

Create an economically viable, entrepreneurial neighborhood through partnership and collaborations among neighborhood-based institutions, local government, and businesses. To ensure that the neighborhood does not come at the expense of the neighborhood, strive for maximum participation of neighborhood residents to promote economic improvement and individual self-sufficiency.

Issue: Residential Development

Goal:

Promote balanced residential development within Smoketown and Shelby Park. Create a neighborhood composed of a diverse blend of housing types, providing housing opportunity for people with a variety of needs and preferences and consisting of homes affordable and available to current residents and households.

Issue: Public Safety

Goal:

Reduce both crime and violence, and the fear of crime in Smoketown and Shelby Park.

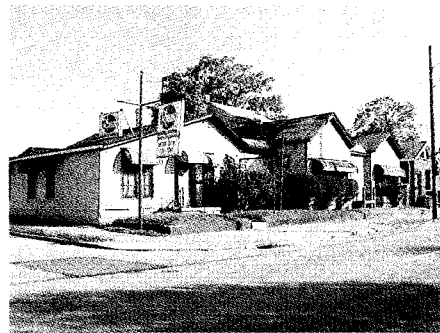
Issue: Economic Development

Strategies:

- East Broadway Corridor

Smoketown / Shelby Park Neighborhood Plan

- o Character/location of edge of commercial corridor is important to quality of life on Finzer and to marketability of future residential development in the general area
- o Finzer from S. Jackson to S. Clay should remain residential as a transition with commercial uses limited to what is currently existing
- o Ensure that Finzer does not become "back door" to Broadway
- o Establish design guidelines to ensure appropriate transition between commercial and residential areas.
- Preston to Brook Street Corridors
 - o Explore the market potential for neighborhood commercial development along Preston
 - o Develop a health related light industrial park in close proximity to the Medical Center for the north portion of Preston corridor in support of the Empowerment Zone Strategy recommendations
- Shelby/Logan Street Corridor
 - o Maintain corridor as a mixed-use area, with Shelby focusing on residential and commercial uses and Logan continuing to target manufacturing and industrial
- Residential Core Business Expansion/Encroachment
 - o Community should take an active role in the review process for proposals involving business expansion/conversion



Issue: Residential Development

Strategies:

- Home Ownership
 - o Extend opportunity for home ownership to as many residents as possible
- Neighborhood-Based Housing Development
 - o Improve the transition areas surrounding Sheppard Square
- Rehabilitation
 - o Encourage rehabilitation of substandard properties
- Zoning
 - o The LDA should initiate the analysis for an area-wide rezoning
- Character Development

Smoketown / Shelby Park Neighborhood Plan

- o Coordinate streetscape/infrastructure improvements with new development

Issue: Public Safety

Strategies:

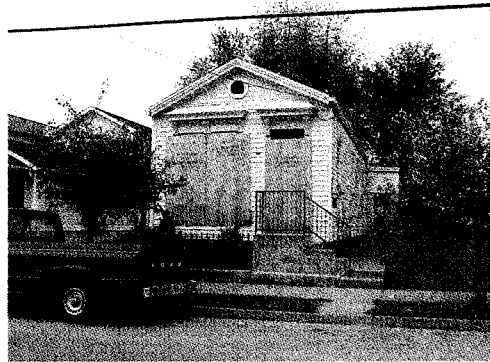
- Safe Environment
 - o Identify high-crime locations in Smoketown that should be evaluated for possible CPTED changes

These goals and strategies were reviewed by the Task Force and presented at the public meetings to determine their current relevance and to ensure that all issues relating to land use had been adequately addressed, and where appropriate, updated.

3. Demographics

In 1990, the total population of Smoketown/Shelby Park was slightly less than 5,500. Population had declined significantly in the area since 1980, especially in the Smoketown neighborhood.

In 1990, 76% of the residents of Smoketown were African-American, compared to 39% for Shelby Park. The City of Louisville as a whole was approximately 30% African-American at that time. The large population decrease in the area is typical of trends, both locally and nationally, of residents leaving the urban areas and inner cities.



As was stated in the 1995 study, this shift in population has had a strong effect on the socio-economic character of the neighborhood.

In 1980, the median income for the neighborhood was significantly below that of the city as a whole. But the large out-migration created a situation where those who remained more than likely remained because they did not have the means to do otherwise. As a consequence, in 1990, the median income for the neighborhood was even further below that of the City as a whole.

This trend was much more significant in Smoketown, where in 1990, median income was only 26% of the median family income for Louisville as a whole. Relative to the City of Louisville, the median family income for Shelby Park was 66%.

4. Land Use

Once an existing land use map was developed (see Section 2 above), land use patterns could be more readily examined. The existing land use data was analyzed to determine the area's land use mixture. The following table outlines the percentage of each existing use:

Table 1: Existing Land Use

Primary Land Use	Area (sq.ft.)	Area (acres)	Percent of Total
Right-of-way	8,189,257.30	188.00	32.25%
Single-Fam. Res.	4,866,482.36	111.72	19.16%
Commercial	4,202,810.33	96.48	16.55%
Vacant	2,113,294.85	48.52	8.32%
Multi-Family	1,264,004.04	29.02	4.98%
Parking Lot	883,218.97	20.28	3.48%
Park and Open Space	750,340.88	17.23	2.95%
Church	554,549.10	12.73	2.18%
Office/Commercial	553,071.07	12.70	2.18%
School	411,739.40	9.45	1.62%
Other Institutional	312,191.30	7.17	1.23%
Industrial	281,596.65	6.47	1.11%
Duplex	268,871.52	6.17	1.06%
Railroad	259,629.49	5.96	1.06%
Comm./Residential	245,262.77	5.63	0.97%
Beargrass Creek	161,879.28	3.72	0.64%
Office	43,607.44	1.00	0.17%
Warehouse	30,390.70	0.70	0.12%
Office/Residential	3,226.28	0.07	0.01%
SUBTOTAL	19243415.56		
EXTRA R-O-W	6152008.15		
TOTAL	25395423.71		100.00%

4.1 Historic Development Patterns

Residential development in the Smoketown/Shelby Park area began in the mid-19th century, when the area was at the edge of the city. Smoketown derives its name either from the finished products of tobacco factories that once occupied the area, or from the large number of brick kilns that the area once contained, depending on the source. By 1880, however, no more brick kilns remained in the area, as the clay that lay under the



Alley located between two buildings on S. Shelby St.

Smoketown / Shelby Park Neighborhood Plan

neighborhood had been mined out. In the 1850s, the area was sparsely settled, mostly by white settlers of German descent. But by the end of the Civil War, freed slaves began settling in Smoketown. By 1870, the area became a thriving African-American community, and is the only Louisville neighborhood that can trace its African-American history back to the end of the Civil War.

The development of the Shelby Park neighborhood took place in three stages, although residential development was slow until the 1880s. By the turn of the century, both neighborhoods were no longer at the edges of the developing city, but instead a vital part of its core. The social and cultural effects on historical development patterns within the area are still apparent today in many parts of the study area. Ornate brick homes still front on many neighborhood streets, while shotgun houses on small lots with narrow alleys are evidence of the less affluent African-Americans who inhabited the area in the 19th and early 20th centuries. This development pattern is especially evident in Smoketown, which has a higher concentration of minor streets and narrow alleys than most city neighborhoods. (Figures 2 and 3.)

(Sources: Smoketown and Shelby Park Neighborhood Development Partnership Development Strategy, Winter 1995; The Encyclopedia of Louisville).

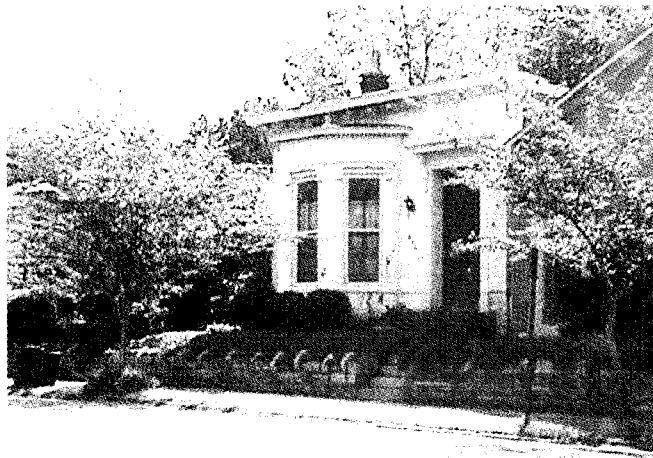


FIGURES 2 and 3: Typical Development Pattern in Smoketown

Figures 4 and 5 demonstrate how non-characteristic uses requiring wider lots and larger building footprints have altered the historic development pattern. The graphic also illustrates the impact more contemporary development has had on the traditional grid pattern of streets and alleys as exemplified by areas like Fig. 2 and 3.



FIGURES 4 and 5: Effects of contemporary development on traditional patterns of development in Smoketown.



Typical residential home near Shelby Park

Smoketown / Shelby Park Neighborhood Plan

There are several major landmarks in the area with historical significance. They are: 1) Old Male High School at Brook and Breckinridge, now being developed into office/retail use; 2) Dawson Orman Education Center; 3) Meyzeek Middle School; 4) Sheppard Square, one of the first government housing projects in Louisville; 5) Ballard Park; 6) Presbyterian Community Center, now in its new location at Hancock and Finzer streets; 7) Shelby Park, and 8) Lampton Park (Figure 5):

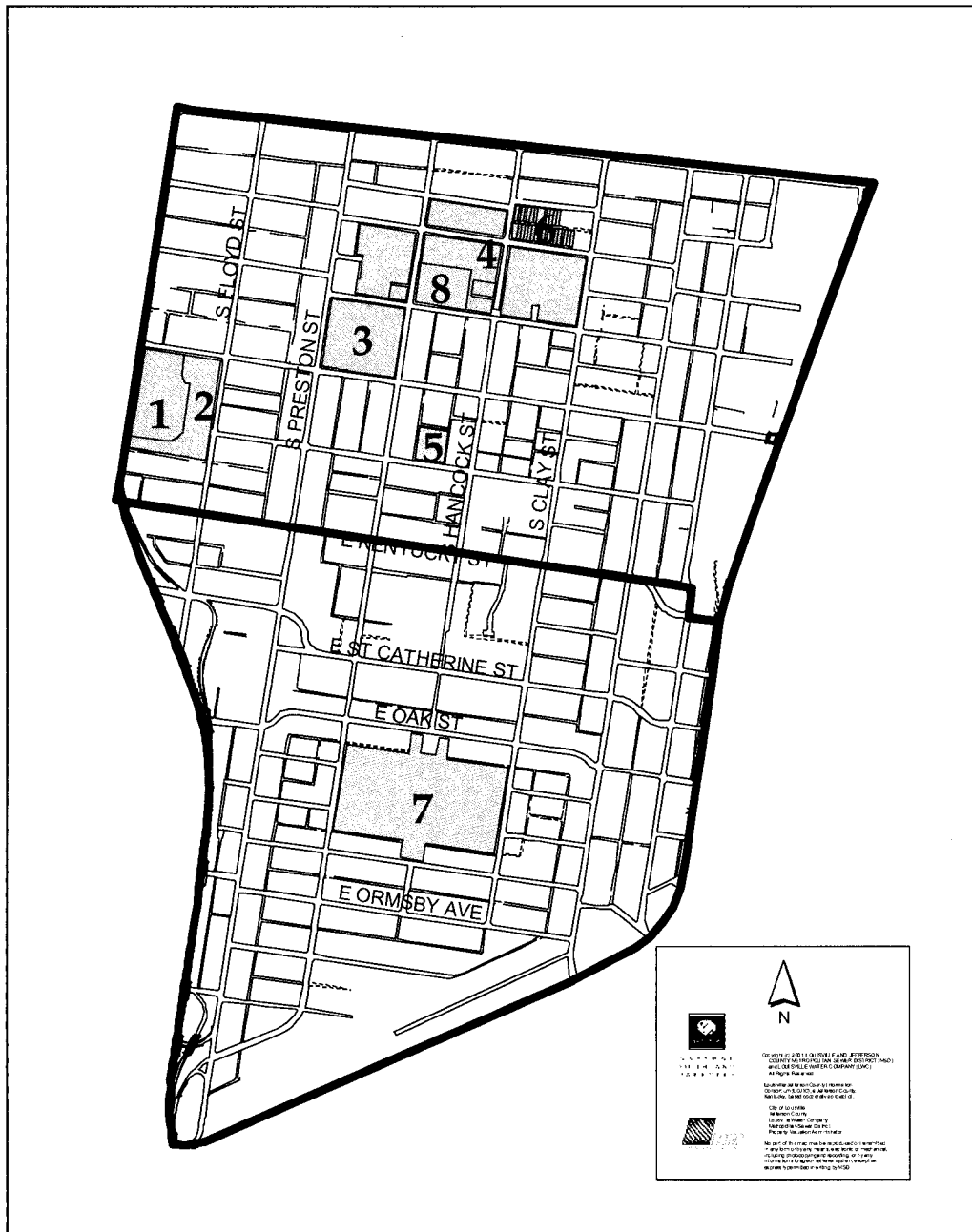
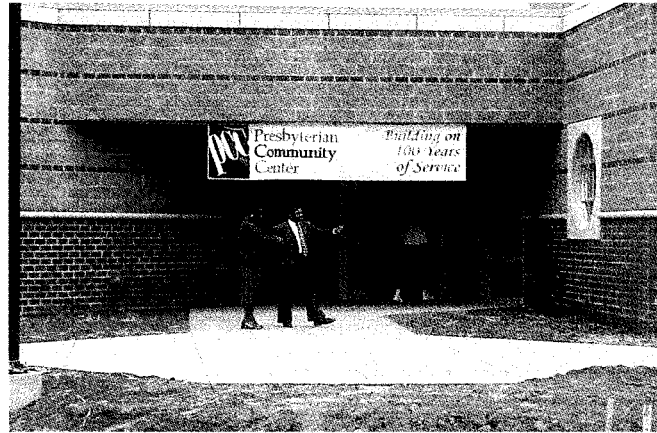


FIGURE 5: Institutions and Landmarks

4.2 Recent Development Activity

Recent zoning/development activity was also examined to determine land use trends and the placement of recent activities. Recent zoning activity was defined as those developments occurring since the adoption of "Plan Certain."



4.3 Plan Certain

In 1974, the zoning regulations were amended to create the procedure known as "Plan Certain." Under the requirements of Plan Certain, anyone seeking a change in zoning must submit a plan to the Planning Commission showing exactly how the property will be used. The Planning Commission and the developer will then agree on a set of restrictions, known as "binding elements." These binding elements place limits on how a site may be developed, and requires property to be developed in strict accordance with the plan that was submitted. If any changes to the plan are requested, the Planning Commission must approve them. All future landowners are required to abide by these requirements as well. According to research performed at the Planning Commission office, there are 28 Plan Certain cases in the study area (see table below):

Plan Certain Cases

Docket No.	Premises Affected	Existing Zoning	New Zoning	Use
9-28-76	West side of Preston St., 466 ft. north of Woodbine	R-8	C-2	Maintain existing off-premises advertising sign
9-30-77	South side of Caldwell St., 115 feet east of Shelby St.	R-8	C-2	Auto paint & Body shop
9-59-77	West side of Logan St., 206' south of Kentucky St.	R-8	M-2	Contractor's shop and Storage Yard
9-42-78	1201 Logan Street	M-2	C-2	Retail
9-38-80	1264 & 1266 Preston St.	R-8	C-4	Warehouse
9-40-80	West side of Preston St, 200 ft more or less south of St.	R-8	C-2	Residential
9-61-80	Northeast corner of Ky and Logan St	R-8	M-2	Industrial
9-72-80	1250 Shelby St.	C-1	M-2	Manufacturing of Electrical Boxes
9-13-81	NE corner of Preston St. and Oak St	R-8	C-3	Retail
9-51-81	Southeast corner of Ky and Logan Street	R-8	M-2	Parking lot expansion
9-81-81	1143 & 1147 S. Shelby St	R-8	C-2	Warehouse addition
9-19-84	1100 Logan St.	R-8	C-4	Warehouse/Storage
9-55-84	643 & 645 Jacob St.	R-8	C-3	Expansion of grocery store
9-73-85	325 Airmont Court	R-8	C-4	Mini-warehouse
9-98-85	958 Logan Street	R-8	M-2	Storage Yard and Truck & Equipment Repair with expansion of an office
9-104-86	600 Marret St.	M-1	M-2	Construction Material Storage
9-11-89	1022,1024,1026,1028 Logan St	OR-2	C-2	Office

Smoketown / Shelby Park Neighborhood Plan

Docket No.	Premises Affected	Existing Zoning	New Zoning	Use
9-35-89	South side of St. Catherine St., 90 ft west of Jackson St.	C-2	M-2	Mechanical Contractors Shop & Yard
9-4-90	536 & 538 E. Breckinridge St.	OR-2	C-1	Liquor Store, Barber Shop, Auto Trim w/ Parking & Drive Thru
9-63-90	305 E. College St	C-2	M-2	Industrial
9-2-91	912 & 928 E. Broadway	OTF	C-2	Convenience store & restaurant
9-20-92	501, 503, 505, 507 and 509 Finzer Avenue	OR-2	C-1	Commercial
9-33-93	700, 704 and 706 E. Kentucky Street	R-6	M-2	Machine Shop Expansion & Metal Fabrication
9-96-98	E. Broadway & Hancock St.	OR-2	C-2	Retail
9-45-99	830 Logan Street	OR-2	C-2 & C-M	Commercial
9-55-00	613 to 629 Finzer St.	OR-2	C-2 & C-M	Retail/Storage with off-street parking
9-85-00	800 E. Kentucky St.	OR-2	C-1	Expansion of existing grocery store
9-17-01	808 E. Kentucky St.	OR-2	M-1	Woodworking Shop w/ office

Land ownership was also reviewed as part of the analysis. Property Valuation Administration (PVA) records were reviewed to identify major land holders that would likely be most affected by any changes resulting from the land use recommendations, or would be in the best position to help bring about such recommendations. The following tables identify the largest land holders and their properties:

Largest Land Holders by number of land holdings:

Owner	#
Landbank Authority	121
City of Louisville (not including Landbank Authority)	71
Comm. of Kentucky	60
Bates Memorial Baptist Church	31
Presbyterian Community Center	29
Mount Olive Baptist Church	27
Little Flock Baptist Church	18
Hussung Realty Company	15
Sotsky-Steadly Inc.	14
The Salvation Army	13

Largest Land Holders by area of land holdings:

Owner	Area (acres)
City of Louisville (not including Landbank Authority)	29.25
Board of Park Comm.	17.01
Jefferson Co. School District	9.27
Landbank Authority	8.94
Fincastle Investment Co.	7.68
Industrial Disposal Co.	4.93
Spectrum LLC	4.41
Roman Catholic Bishop of Lou.	4.16
500 Bergman LLC	4.15
Norton Properties Inc.	4.08

4.4 Density Analysis

The existing residential development was analyzed to determine densities within the study area. The study area contains 2,861 parcels that were first analyzed by lot area. Analysis performed with Geographic Information Systems technology (GIS) found that 519 of the parcels are less than 2,500 square feet in area; 1,873 are between 2,500 and 6,000 square feet; 203 are between 6,000 and 9,000 square feet, and; 266 are greater than 9,000 square feet.

A separate analysis was performed using only residential lots (based on the data gathered for existing land use). In the Smoketown/Shelby Park study area, most lots are smaller than the minimum 6,000 square feet that typical single-family zoning within the City of Louisville allows. Also, due to the small size, the density in terms of number of dwelling units per acre is greater than allowed by existing single-family zoning. 1,548 parcels were considered to have a residential component, of which 1,498 were considered to be strictly residential. Of the 1,498 exclusively residential parcels, 194 were smaller than 2,500 square feet; 1206 were between 2,500 and 6,000 square feet; 73 were between 6,000 and 9,000 square feet, and; 25 were larger than 9,000 square feet. 11 parcels had a density greater than 58.08 units per acre, the highest allowed by traditional residential zoning. Out of 1,498 parcels, 11 could be considered "too dense" to meet traditional zoning district maximum densities (predominantly the Sheppard Square complex).

4.5 Characterization of Existing Land Use

Smoketown/Shelby Park is defined by its strong residential core. This core, bounded loosely by Finzer, Preston, Shelby, and Ormsby is predominantly single family residential with religious, educational and other institutional uses scattered throughout. Commercial, office, and industrial areas tend to be concentrated along the fringes of the study area, with isolated pockets found within the residential core, typically at major intersections. The largest concentration of commercial/office uses are along Broadway and west of Preston Street. The growing Louisville Medical Center District has laid claim to some sites in the northwest portion of the study area.

The entire study area lies within an Enterprise Zone-a district established by Kentucky State Statute that provides State and local tax incentives for new development. Industrial uses are concentrated to the south and east along existing rail lines and along the Beargrass Creek corridor within the Enterprise Zoning District.

The study area contains the Smoketown National Register Historic District, an area recognized in the historical development of the area's African-American population.

4.5.1. A Closer Look At Smoketown

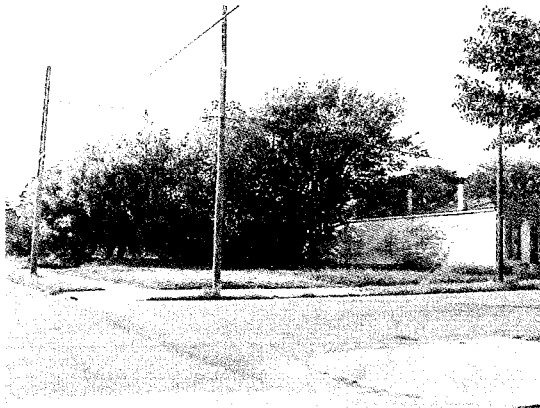
Land use in Smoketown is not as uniform as that of Shelby Park. The northwest section of Smoketown is largely commercial, with a few office/commercial uses in between. (Fig. 6). The north central portion of Smoketown is dominated by two major uses: Sheppard Square and Meyzeek Middle School. The Sheppard Square area (right) is the most densely



Smoketown / Shelby Park Neighborhood Plan

populated section of the entire study area. A commercial zone lines the north edge, along Broadway, which is an important retail corridor. The new Presbyterian Community Center borders Sheppard Square.

To the south of Breckinridge, the former Male High School (on the far west side, at Brook Street) was saved from demolition and is currently being converted to office and retail space. A new education center has been built on the site of the former football field, fronting along South Floyd Street. The remainder of the neighborhood south of Breckinridge is predominantly residential, with several commercial lots situated inconsistently throughout. There are a few larger commercial parcels in this area, namely the D.R. Rubber Supply building on the south side of Caldwell and several businesses along Floyd Street across from the Dawson Orman Education Center.



Industrial and commercial uses characterize the far northeast side of the study area, east of Logan Street. Several large industrial buildings are here, including the Eastern Yard Warehouse and the Merchant's Ice and Cold Storage.

One characteristic of Smoketown is the large number of vacant lots (left), especially in the central section.

4.5.2. A Closer Look At Shelby Park

Shelby Park has many of the same land use characteristics as Smoketown, with the residential core in the center around the park, and commercial and industrial uses on the fringes. Large commercial/industrial lots cover the south portion of Shelby Park, along the railroad tracks. Logan, Shelby, and Preston Streets also have a high concentration of commercial uses (Figure 7). However, as compared to Smoketown, Shelby Park is more consistent in terms of land use and also has a lower percentage of vacant lots.



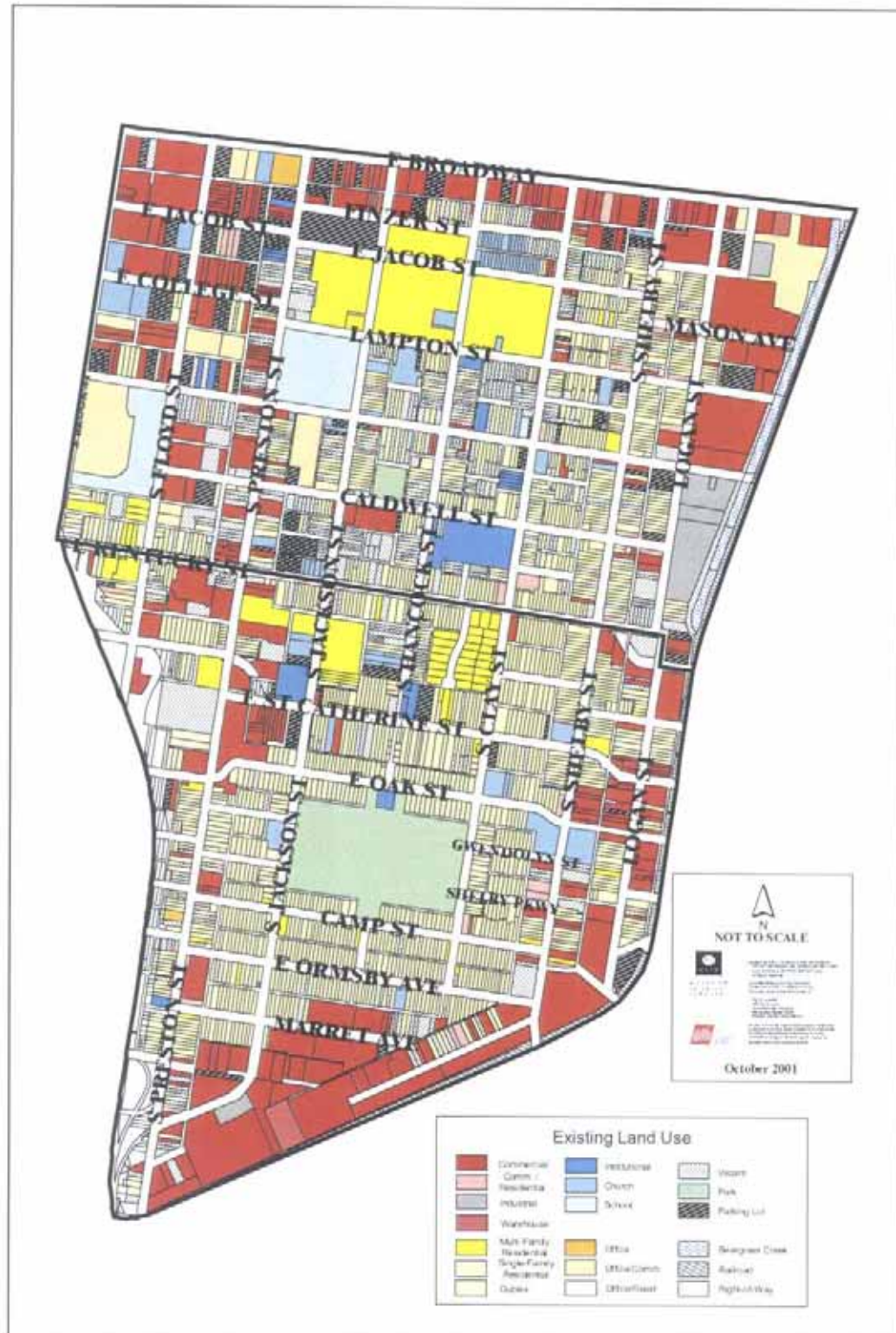


FIGURE 7: Existing Land Use

Smoketown / Shelby Park Neighborhood Plan

4.6 Existing Zoning

A map showing existing zoning in the whole study area can be found in Figure 8. The table below shows the breakdown of each zoning district in the study area:

Zoning	Area (sq. ft.)	Area (acres)	Percent of total
C-1 Commercial	661,632.84	15.19	3.5%
C-2 Commercial	2,707,776.72	62.16	14.3%
C-3 Commercial	255,915.00	5.88	1.4%
C-M Comm./Manuf.	56,976.48	1.31	0.3%
EZ-1 Enterprise Zone	2,709,562.68	62.20	14.3%
M-1 Industrial	172,192.68	3.95	0.91%
M-2 Industrial	1,070,530.56	24.58	5.7%
M-3 Industrial	213,095.52	4.89	1.1%
OR-2 Office/Res.	6,721,569.36	154.31	35.6%
OR-3 Office/Res.	34,020.36	0.78	0.2%
OTF Office/Tourist	147,537.72	3.39	0.8%
R-1 Single-Family Res.	723,531.60	16.61	3.8%
R-6 Multi-Family Res.	2,502,826.92	57.46	13.2%
R-8A Multi-Family Res.	930,093.12	21.35	4.9%
TOTAL	18,907,261.56	434.05	100.0%

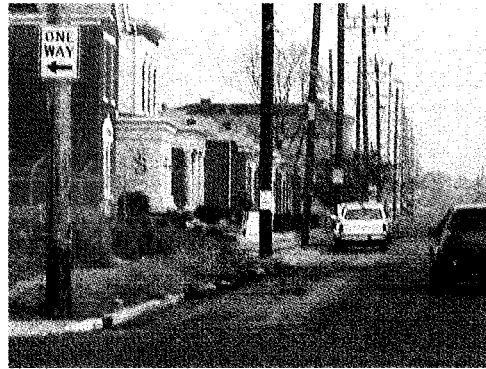
The most prevalent zoning district in the study area is OR-2 Office/Residential, comprising nearly 36% of the total land area. Most of the OR-2 zoning is found north of Kentucky Street. OR-2 is intended primarily for office and multiple family residential use (up to 58.08 dwellings per acre), although single-family residences and other uses are permitted. OR-2 zoning specifically does not allow commercial or retail uses. The vast majority of OR-2 zoned land within Smoketown/Shelby Park is used for residential (predominantly single-family).

4.6.1 Smoketown Zoning

7.2% of Smoketown is zoned M-2 Industrial, which allows manufacturing, but does not permit commercial or residential uses. A study of the land use map reveals that much of the area zoned M-2 contains mostly commercial uses, but also some residential. The remainder of Smoketown is zoned for commercial use. The eastern edge of the study area is mostly zoned EZ-1, Enterprise Zone. EZ-1 allows nearly all commercial and industrial uses. The EZ-1 zoning classification should not be confused with the Enterprise Zone District that was described previously in this report. While EZ-1 zoning exists only within designated Enterprise Zones, these economic development districts can and do contain virtually any type of zoning. Interestingly, no portion of Smoketown is zoned specifically for residential use, especially single-family.

4.6.2. *Shelby Park Zoning*

Shelby Park contains large areas of residential zoning, roughly bordered by Kentucky, Shelby, Jackson, and Ormsby streets (Fig. 8). The zoning in the northern portion of this area is R-8A, which allows for the highest density of residential dwellings. To the south is R-6, Residential Multi-Family. The western portion, along Preston Street, is mostly commercial, along with some more OR-2. Some industrial zoning exists along the eastern edge, along the creek, but this area is mostly OR-2.



The southern end of the study area is largely industrial, with EZ-1 Enterprise Zone and industrial zoning there. Unlike Smoketown, there exist areas of residential zoning in Shelby Park, however none specifically for single family use. Most of the current zoning classifications were assigned as part of an area-wide rezoning for Shelby Park, which was approved in 1985.

4.7 *Cornerstone 2020*

Cornerstone 2020 was adopted in June 2000 by the Louisville & Jefferson County Planning Commission, Board of Aldermen, and Jefferson County Fiscal Court. Cornerstone 2020 (also called "the Plan") is a new, comprehensive land use plan for Louisville and Jefferson County. This new plan sets up a two-tiered system of review. In addition to the zoning districts, which regulate the types of uses on a particular piece of land, a second tier known as "form districts" is created. Until full adoption by all the proper legislative authorities, however, these form districts are known only as "form areas". The intent of these form areas is to create a set of regulations which may pertain to mass, scale, building material and style, and setback requirements, in addition to the restrictions placed on property by the zoning regulations. Within each form area, there are four goals, dealing with the main definition of the form area, community design, land use, and site design. There are a various number of objectives for achieving these goals, each one unique to the particular form district. New development must conform to the goals and objectives of the form area in addition to the requirements of the zoning district in which the land parcel is situated.

The study area contains four different form areas: Traditional Neighborhood, Downtown, Traditional Marketplace Corridor, and Traditional Workplace (see Figure 9 for details). Each form area is explained below.

21

Smoketown / Shelby Park Neighborhood Plan

- *Traditional Neighborhood*

The majority of the study area is located in the Traditional Neighborhood form area. Cornerstone 2020 defines a "traditional neighborhood" as one that is

"traditionally characterized by a range of residential densities and a variety of housing types, street patterns which include alley ways, on-street parking, occasional office uses on predominantly residential blocks, and proximity to parks and open spaces and to marketplace corridors or to the downtown... "

In addition, it is characterized by a street pattern laid out like a grid, with sidewalks and alleys. Residential lots are mostly narrow, and higher density residential uses are encouraged to be located in centers or near parks or open spaces. These neighborhoods usually contain a wide range of housing opportunities, as well as a significant amount of public open space (which should be encouraged if it does not exist). In addition to residential, these neighborhoods often contain neighborhood "centers" with a mixture of neighborhood-serving land uses like offices, shops, and restaurants. According to the plan, revitalization and reinforcement of these neighborhoods will require particular emphasis on preservation and renovation of existing buildings, preservation of the existing grid street pattern, and preservation of open spaces. The main goal of the Traditional Neighborhood is to

"Support the redevelopment, enhancement, and preservation of existing neighborhoods...to provide safe and healthy places to live... "

One objective for achieving this goal is

"In a process of public participation, consider the content of neighborhood plans in developing policies and regulations to support the enhancement and preservation of existing neighborhoods. "

Therefore, the intent of this neighborhood plan in guiding and supporting a redevelopment of Smoketown/Shelby Park fits within the goals of Cornerstone 2020.

The goal that is most relevant to this study relates to land use. According to Cornerstone 2020, this goal should be to

"Protect existing residential neighborhoods from adverse impacts of proposed development and land use changes. Encourage neighborhoods, traditional neighborhoods, and villages that accommodate people of different ages and incomes. A variety of land uses should be encouraged which serve residents' daily needs and are compatible with the scale and character of the neighborhood. "

Smoketown / Shelby Park Neighborhood Plan

The Plan highlights four objectives for achieving this goal within the Traditional Neighborhood Form Area:

- Residential, office, and neighborhood-serving commercial developments should be encouraged in areas of distressed and vacant housing. However, more intense commercial and industrial development that is incompatible with traditional neighborhoods should be discouraged, even in distressed areas, in order to maintain the integrity of the form district.
- A change of use from single-family to a higher intensity use should be encouraged only at the interface between commercial and residential uses and when the design and scale of the proposed development are compatible with surrounding uses; or, when guidelines regarding appropriate housing are met.
- Encourage proposed subdivisions and neighborhoods to use the street pattern of traditional neighborhoods.
- Allow carriage houses or other ancillary dwellings when the development meets compatibility standards for scale, design, and location.

The intent of this plan is to help achieve the goals of Cornerstone 2020. By creating use areas by way of the Conceptual Master Plan, more intensive commercial and industrial uses are located away from the residential core. By preserving some existing commercial zones within the residential core, neighborhood-serving retail can remain in areas of distressed and vacant housing. This would fulfill the first objective.

The creation of transition zones on the Conceptual Master Plan serves as a guideline for encouraging changes to more high-intensity uses in these areas only, therefore meeting the second objective.

- *Downtown*

The Downtown Form Area covers only the far northwest portion of the study area, bordered by Broadway, Hancock, Jacob, and Brook streets (refer to Figure 9). Cornerstone 2020 defines the Downtown Form Area as

"the regional center for employment, office space, transportation, medical care, government, culture, and entertainment...a unique and active destination for both visitors and business activity. "

The Downtown district is predominantly occupied by office, commercial, civic, medical, high-density residential, and cultural land uses. It has a grid pattern of streets as well, but designed to handle a high volume of traffic. Parking is well provided for, as well as pedestrian and non-vehicular movement. The Downtown Form Area is already a geographically defined area as established in the Louisville Code of Ordinances and in the Downtown Development Plan.

Smoketown / Shelby Park Neighborhood Plan

Cornerstone 2020 encourages downtown development to be compatible with surrounding uses, and compatible with the character of each different downtown district (as identified in the Downtown Development Plan). Cornerstone 2020 would achieve this goal mostly through community design standards. One objective of that goal is to

"develop linkages among the downtown districts and surrounding neighborhoods that enhance the compact, walkable form of downtown. "

By encouraging development of a parkway along Hancock Street, and through the use of gateways to adjoining neighborhoods, this report meets the goals of the Downtown Form Area.

- *Traditional Marketplace Corridor*

The Traditional Marketplace Corridor Form Area within the study area stretches along Broadway from Hancock to Brent Street, with some portions extending to Finzer (see Figure 9). Cornerstone 2020 refers to these areas as having *"an important role in meeting the shopping needs of the community. "*

This area is found along a major roadway and is characterized by low- to medium-intensity uses like neighborhood-serving retail, and other small shops or restaurants. Development is often characterized by 2-4 story buildings with apartments upstairs, little or no setback, and orientation toward the street, with alleys and parking lots behind the buildings.

These corridors should have definite beginning and ending points, encourage alternative modes of travel, be compatible with adjacent neighborhoods, have a mixture of uses, and be of high quality design. By encouraging retail and office uses to locate along Broadway by use of the Conceptual Master Plan, this goal is achieved. In addition, the City of Louisville is currently recruiting businesses to locate along Broadway that are needed to serve the neighborhood. Attention to ensuring compatible transitions between Traditional Marketplace Corridor uses and Traditional Neighborhood uses is critical.

- *Traditional Workplace*

This form area covers the southern portion of the study area, mostly south of Marret Ave., but extending to almost St. Catherine St. on the east side. (See Figure 9).

The goal of this form area is to

"Support the redevelopment and enhancement of existing traditional and suburban workplaces to ensure full use of existing industrial areas and take advantage of existing infrastructure. "

It is typically characterized by small to medium scale industrial and employment uses, with narrow, grid-type streets and alleys. These areas are often integrated with nearby

Smoketown / Shelby Park Neighborhood Plan

residential uses. The "three R's" of reinvestment, rehabilitation, and redevelopment should be encouraged in these areas, since they are often in older neighborhoods. Cornerstone 2020 encourages the use of a vision and master plan to guide redevelopment and reuse in each district. In addition, development along the edges of this form area should be compatible with the adjacent area. Heavy industrial uses may locate there as well, provided they are sufficiently buffered from surrounding uses and that they have easy access to infrastructure so as not to create truck routes in residential areas. By identifying this area as "Industrial/Warehouse/Manufacturing" on the Conceptual Master Plan, these goals can be achieved.

(Source: Cornerstone 2020 Comprehensive Land Use Plan: FINAL-ForTransmittal to the Louisville and Jefferson County Planning Commission – June 15, 2000)

4.8 Recommendations

4.8.1. Conceptual Master Plan

A Conceptual Master Plan (CMP) for the study area was developed combining the land use goals and strategies with the analysis of existing land use patterns (Figure 10). The CMP defines general land use zones and is intended to guide future development in the Smoketown/Shelby Park area by concentrating certain uses into their own zone. The CMP can also be used as a guide for redevelopment and capital improvements.

The CMP envisions the Smoketown/Shelby Park area as a vibrant neighborhood with a strong, central residential core interspersed with an array of institutional uses (churches, schools, etc.) and a limited amount of neighborhood-serving retail, mostly along Breckenridge Street. Surrounding the residential core to the east, west and south, including Shelby and Preston streets, is an area of mixed uses including, multi-family residential, retail, office, and light industrial/manufacturing. To the north is the Broadway corridor, which would continue to be supported as a retail corridor.

"Transition zones" have been identified on the CMP at the edge of the residential core to serve as buffers between areas.

Smoketown / Shelby Park Neighborhood Plan

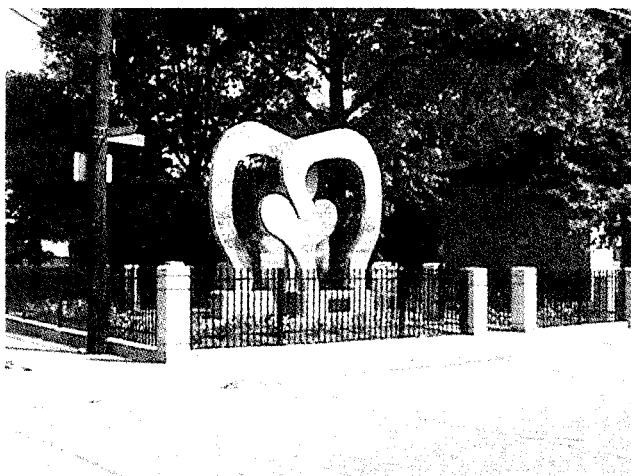
Next Page (28) is FIGURE 10 Conceptual Master Plan

Smoketown / Shelby Park Neighborhood Plan

This page inserted to maintain page order

Smoketown / Shelby Park Neighborhood Plan

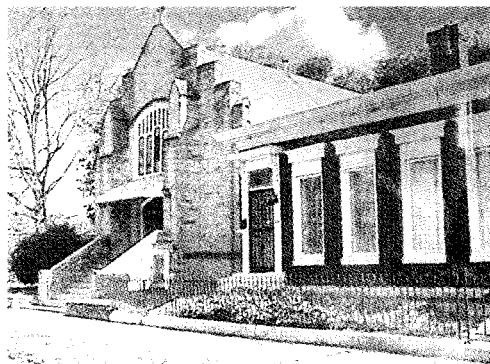
The Conceptual Master Plan also attempts to anticipate future trends in the study area. For example, the proposed light rail system may have a profound effect on the Smoketown and Shelby Park neighborhoods, spurring development around stops and stations in areas that have been economically depressed. At this time, plans are not final, but one of the goals of the Conceptual Master Plan is to anticipate that future development which is likely to be mixed-use with medium-density residential, office, and retail.



Another major corridor of note as shown on the Conceptual Master Plan is the proposed "Boulevard Corridor" along Hancock Street. One of the goals envisioned by the Downtown Plan involves a boulevard connecting Shelby Park to the river. This idea would open up the center of the study area, and perhaps spur residential re-development along the parkway.

4.8.2. Area-Wide Rezoning

Perhaps the most direct approach to creating and preserving character in the study area is through the use of area-wide rezoning. The area-wide rezoning process is a tool used to realign zoning to more closely reflect existing development patterns and/or the desires of the community toward future development. Area-wide rezonings are initiated by a governmental agency with jurisdiction over the parcels in question. In most instances, rezoning of an entire area is not necessary, just the rezoning of a few individual parcels. In either case, action would have to be passed by the Louisville Board of Aldermen.



Area-wide re-zonings do not alter the current use of land, only its potential use. A use that has been in place for many years (and often predates existing zoning regulations) or is rezoned through the area-wide rezoning process is placed in a zoning district that no longer permits that use. The use then becomes "non-conforming." Nonconforming uses are defined by the Jefferson County Development Code as:

Smoketown / Shelby Park Neighborhood Plan

"any established lawful activity conducted on a landparcel located within Louisville and Jefferson County at the time of enactment of any zoning regulation or the time of enactment of any other ordinance or regulations which pr[o]scribes such activity on that landparcel but leaves the owner thereof with the constitutionally vested right to continue to engage in such activity on that landparcel. "

In other words, if a land use was legal at the time it was established, or if it was established prior to the adoption of zoning regulations; and that site now does not meet the zoning regulations, it is considered to have "nonconforming rights." These are often called "grandfather" rights. Zoning regulations were adopted in the City of Louisville in 1931. When a site has nonconforming status, the property owner is no longer allowed to expand or alter the operation.



All uses must remain exactly the same. In the course of this study, some rezonings that might be appropriate may also create a situation of nonconformance for some existing businesses. In order for the goals of the plan to be achieved, some property owners will have to be willing to accept some restrictions on the use of their property.

In March 2000, the Planning Commission and the City of Louisville adopted a regulation creating the U-N, Urban Neighborhood zoning district. This zoning district is only in effect within the City of Louisville. The U-N district allows primarily residential uses, strictly single-family, as well as some accessory uses such as churches, schools, libraries, and parks. Other uses such as doctor, dentist, or chiropractor offices and hospitals are allowed after obtaining a Conditional Use Permit from the Board of Zoning Adjustment. U-N zoning, however, prohibits traditional commercial, retail, and manufacturing uses. In addition, the U-N district also allows lot sizes and setbacks that are consistent with many of those found in Smoketown and Shelby Park neighborhoods. The current single-family zones are tailored more toward new subdivisions in outlying areas, where space is not as constrained as in urban neighborhoods (see table below for comparison):

Zoning District Requirements

Zoning District	Min. area (sq. feet)	Min. width (feet)	Front Yard	Side Yard total (min.)	Street-side Yard	Rear Yard	Density (units per acre)
R-4 Single-Family	9000	60	30	18 (6)	30	25	4.84
R-5 Single Family	6000	50	25	10(5)	25	25	7.26
R-5A Multi-Family	6000	50	25	10 (5)	25	25	12.01
R-6 Multi-Family	6000	50	25	10(5)	25	25	17.42

Smoketown / Shelby Park Neighborhood Plan

Zoning District	Min. area (sq. feet)	Min. width (feet)	Front Yard	Side Yard total (min.)	Street-side Yard	Rear Yard	Density (units per acre)
R-7 Multi-Family	6000	50	25	10 (5)	25	25	34.80
R-8A Multi-Family	6000	50	25	10 (5)	25	25	58.08
U-N Urban Neighborhood	2500	25	75	3	5	6	17.42

When analyzing the parcels based on the criteria for the U-N District, 1300 were found to fall within the criteria (this includes office/residential, commercial/residential, single-family, multi-family, institutional, church, and school). The remainder are possibly too small or too dense to fall within the criteria of the zoning district. One possible solution is to adopt the U-N zoning district where applicable, and then examine the remaining parcels on a case-by-case basis in order to determine the most appropriate zoning district. In many cases, decisions will have to be made as to whether nonconforming lots can be accepted into the areas of rezoning.



Applying U-N zoning to a large area could create the possibility of nonconforming uses throughout the study area, such as areas that are currently zoned commercial. Under this scenario, any existing commercial uses would be allowed to operate, but they could not expand or change the use. If that business were to close down or leave, the nonconforming rights would be lost and any future property owners would be subject to the

requirements of the current zoning district. Any changes to this zoning must then be approved by the Planning Commission and the Board of Aldermen.

Another option is to leave those small pockets of commercial or industrial zoning unchanged, but with the understanding that if the existing uses were to close down or leave, another use could take over that site as long as it was allowable under the current zoning. This may be the most desirable option in the sense that it would allow neighborhood-serving retail to locate in these commercial "nodes" in middle of a neighborhood. The drawback is that it could also allow a tavern to be replaced by another tavern, for example. The CMP identifies locations within the residential core where existing commercial zoning exists and where the location lends itself to a neighborhood serving commercial node. Most locations occur along Breckinridge at



major intersections. This would reinforce Breckinridge as an important route connecting Smoketown to its neighbors to SoBro (west) and Original Highlands (east). The Breckinridge corridor would provide more visibility to the commercial nodes, thus increasing their economic viability. Another option at these locations is to rezone to C-N Commercial Neighborhood, a zoning district that was designed specifically for locations much like Smoketown/Shelby Park, where neighborhood-serving retail is surrounded by residential uses. C-N typically allows less intense commercial uses than C-1 or C-2, so some parcels may become nonconforming if they were to be rezoned (such as restaurants or pubs, which under C-N are only allowed as part of an organized retail center.)

4.8.3. Land Use Recommendations

There are several areas within the study area where the existing zoning may be inconsistent with the land use recommendations found on the CMP. These areas are discussed in detail below with specific recommendations for each. In some cases, rezoning might be advisable. These rezonings would attempt to accomplish the goals and recommendations of the plan and would also accomplish several purposes:

- Make existing zoning more consistent with existing land uses
- Allow infill development that is consistent with surrounding land uses
- Keep high density residential and commercial or industrial sites separate from single-family residential areas

These areas of concern are identified below. Refer to Figures 13-37 (in the Appendix) for more detail.

1. 10 parcels on the north side of College St. between Floyd and Preston Streets. The current zoning is M-2. The existing land use is manufacturing (Republic Diesel). This site is located in a Mixed Use area on the CMP. In addition, this site is Plan Certain (Docket #9-63-90), and would therefore need to remain M-2. This site is an example of the need for design standards to guide development within each of the three major land use designations on the CMP as well as for the transition zones. Design standards can help ensure that future M-2 development on this site would be compatible with surrounding uses. (Figure 13).



Smoketown / Shelby Park Neighborhood Plan

2. 28 parcels on the north side of Breckinridge Street between Floyd and Preston. These areas are zoned M-2. The existing land use is varied, including office/commercial, commercial, residential, and manufacturing with 2 institutional uses (Metro Parks use). Some current uses require M-2 zoning. Since not all of the existing uses require the M-2 zoning, it may be desirable to rezone some parcels to a less intensive zoning category, such as C-1. This area should receive additional study if an area-wide rezoning is initiated. (Figure 14)
- 3/4. 21 non-adjacent parcels on the north side of Finzer Street between Jackson and Clay. These parcels are currently zoned OR-2, and the existing land use is residential, although most are vacant. A parking lot occupies four (4) of these parcels. In addition, these parcels fall within a Retail/Office core area along Broadway. Although these parcels are not recommended to be rezoned in an area-wide rezoning, it is likely that Broadway in this area will redevelop as a more commercial corridor in the future. Retail and commercial development along Broadway would need to be designed in a way that is consistent with its Traditional Marketplace Corridor Form District designation. Finzer Street will likely come under increasing pressure to be used for service and parking areas. Consequently, development or accessory uses on these sites should be designed to serve as a transition area between the Marketplace Corridor and the Traditional Neighborhood Form Districts. (Figures 15 and 16).



5. 2 parcels on the north side of Jacob St. between Hancock and Clay. The existing zoning is C-3, however the existing land use is more consistent with C-1 or C-2 zoning (Stop & Shop market). In addition, this site is Plan Certain (#9-55-84), for expansion of an existing grocery store. The site is within a Residential Core and



Transition Area as established in the Conceptual Master Plan. C-3 zoning was requested because the site could not accommodate parking that is required for either C-1 or C-2. The recommendation is to rezone these parcels to C-2. (Figure 17).

6. These parcels are currently zoned OR-2. They are located within the residential core, as defined by the CMP. OR-2 zoning would allow more intense development than is recommended for the Residential Core. In the table of Plan Certain cases (Section 4.3), notice that several of the most recent rezonings have involved a change from OR-2. This zoning district may be having an effect on economic development in the neighborhood by restricting the types of uses that can locate in the study area. Each parcel should be considered individually, but in the case of most single-family use parcels, U-N zoning is recommended. (Figure 18). UN zoning allows residential uses, consistent with the small lot sizes often found in Smoketown but allows lower densities than OR-2.
- 7/8. 8 parcels and half of another along the south side of Breckinridge St. near Hancock. The existing zoning in both cases is C-1. The land use on #7 was subject to a rezoning case in 1990, from OR-2 to C-1 to permit a liquor store, barber shop, and auto trim with parking and a drive-thru (Docket # 9-4-90). This is currently the site of Duvalls Liquors, and is subject to binding elements. On the other side of Hancock St, the existing zoning is C-1, and the existing land use is commercial (Smoketown Fish & BBQ). The remaining lots contain a single-family residence and vacant lots. The Conceptual Master Plan groups these parcels into the Residential Core. No change in zoning is recommended, but there may be merit in considering a change to C-1 for the lot with the residence in the future. The remaining parcels should remain C-1 to provide neighborhood-serving retail. (Figure 19).
9. 3 parcels and portions of 2 more on both sides of the intersection of Clay and Breckinridge. Existing zoning here is C-1. The existing land use is Institutional (Grace Hope church and school, with parking) and commercial (Dan Black's barber shop). This area is also designated as residential in the Conceptual Master Plan. Recommended zoning is to remain C-1, also to act as neighborhood-serving retail.(Figure 20).
10. 3 parcels on the northeast corner of Lampton and Clay. The current zoning is C-2, and the existing land use is commercial as well. However, the area is located within the Residential Core area as identified on the Conceptual Master Plan. These lots are located in an area where the Task Force indicated a need for neighborhood-serving commercial, although the current uses may be too intense to qualify as "neighborhood-serving." Recommended zoning is to remain C-2. (Figure 21).
11. 2 parcels on the southwest corner of Breckinridge and Shelby streets. Existing zoning is C-1, and the current land use is commercial on one parcel and

- institutional (church) on the other. While the site is located in the Residential Core area, it is located at the corner of Breckinridge and Shelby streets, both of which were targeted for the location of neighborhood-serving retail nodes. Therefore, the recommended zoning for these parcels is to remain C-1. (Figure 22).
12. 1 parcel on the northwest corner of Breckinridge and Shelby streets. Existing zoning is C-2, and the current land use is condominiums (Shelby Gardens Apartments). The site is zoned C-2 because it was the former location of a gas station. The Conceptual Master Plan identifies this land as suitable for residential. Down zoning to residential is desirable here. The density of the lot (17.48 units/acre) is just above the 17.42 required for R-6; recommended zoning is R-7. (Figure 23).
 13. 2 parcels on the west side of Shelby St at Lampton. Both parcels are zoned C-1, and the existing land use is commercial/residential on the parcel north of Lampton St., and a parking lot sits on the south side. Both parcels lie in the Residential Core area as established by the Conceptual Master Plan. Recommended zoning is to remain C-1. Design standards would help ensure future compatibility of C-1 uses. (Figure 24).
 - 14/15. 55 parcels bordered by Caldwell, Floyd, Breckinridge, and an alley. Existing zoning here is M-2. Most land uses here are commercial, with the remainder being office/commercial, light industrial, and some residential. The new Aramark building sits on this site. Both areas lie within the Mixed Use area according to the Conceptual Master Plan. A portion of this area is also designated as a transition zone along Preston. A light rail stop is also proposed just east of Floyd Street and this could strengthen the demand for office, commercial and high to medium density residential uses. C-2 zoning is recommended for all existing commercial and residential uses. Existing uses requiring M-2 zoning would remain M-2, including vacant lots under common ownership to such uses. C-2 zoning is recommended for all other vacant lots. The Planned Transit Development zone, if established, may also be appropriate for some or all of these parcels (Figure 25).
 16. 12 parcels located on the southwest corner of Kentucky and Jackson streets. Current zoning is R-8A, while the existing land use is single family residential. This area lies within the Residential Core area of the Conceptual Master Plan. Single-family zoning such as U-N might be more appropriate here to reflect the existing pattern of development. (Figure 26).
 17. 3 parcels on the west side of Jackson St. between Kentucky and St. Catherine. The site is currently zoned OR-3, and the use of the site is institutional (St. Vincent de Paul Center). The area is recommended for the Residential Core area of the Conceptual Master Plan which is recommended for mostly single family residences. If this site were down-zoned, St. Vincents would become a

Smoketown / Shelby Park Neighborhood Plan

nonconforming use and this could place a burden on future facility expansion. If St. Vincent ever leaves the site it would be vulnerable to be redeveloped at a more intense scale than is appropriate for the residential core immediately to the east. No change is recommended, however, this area is recommended for further study if an area-wide rezoning is initiated (Figure 27).

18. 1 large parcel on the northwest corner of St. Catherine and Jackson. Existing zoning is C-1 and R-8A. The current land use is institutional (St. Jude Women's Recovery Center). The site lies within the Residential Core area of the Conceptual Master Plan. This is the same issue as #17 above. No change is recommended, however, U-N should be considered if an area-wide rezoning is initiated. Figure 28).
19. 14 parcels on the south side of St. Catherine St. between Preston and Jackson. These parcels are currently zoned M-2. This site was subject to a Plan Certain case, docket # 9-35-89, for a mechanical contractor's shop and yard. Existing land use is commercial or industrial (Tri-State Bank and Block Co.). This area is designated as Mixed-Use and lies within a transition zone on the Conceptual Master Plan. Consideration must be made to leaving this property zoned M-2. (Figure 29).
20. 5 parcels on the northwest corner of Oak and Jackson streets. The existing zoning is R-6. Existing land use is single-family residential on 4 parcels and duplex on the corner. The area is designated as Mixed-Use and lies within a transition zone according to the Conceptual Master Plan. Consideration must be made to leaving the zoning here as R-6. (Figure 30).
21. 10 ½ parcels on the north side of Marret Avenue. These parcels are mostly vacant and lie between 2 commercial properties, Deckel & Moneypenny and Charles H. Harpring Sheet Metal Co. Existing zoning is R-6, so commercial uses on this site are currently nonconforming. This area lies in the Mixed-Use core area on the Conceptual Master Plan and is also in a transition zone between Residential and Industrial. No change is recommended for an area-wide rezoning, however, the site is probably appropriate for commercial or possibly manufacturing if the owner applied for a rezoning. Future study of the site is recommended. (Figure 31).
22. 1 parcel on the west side of Shelby St. south of Shelby Parkway. Existing zoning is M-2, but the current land use appears to be commercial. The property was rezoned to M-2 in 1980 for the purpose of manufacturing electrical boxes. (Docket # 9-72-80).

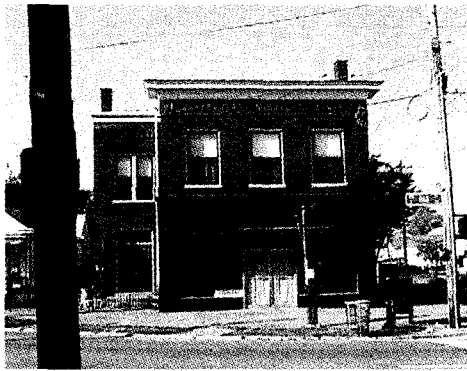
The parcel lies in an area designated on the Conceptual



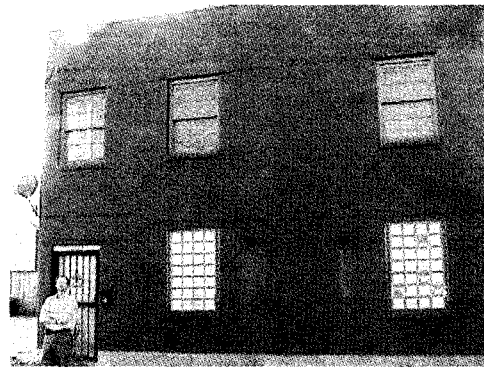
Smoketown / Shelby Park Neighborhood Plan

Master Plan as Transition Zone. All adjacent parcels along Shelby Street however, are zoned C-1, Commercial. The existing M-2 zoning may be appropriate although the exact use of this property will need to be determined before a final zoning recommendation can be made (Figure 32).

23. 2 parcels on the northwest corner of Oak and Shelby streets. Both parcels are currently zoned C-1 and the existing land uses are commercial/residential on the south parcel and single-family residential on the north. This area lies within the Residential Core on the Conceptual Master Plan. C-R and U-N may be most appropriate zoning for these parcels. (Figure 33).



a. Commercial/Residential use at
Oak and Shelby Streets.



b. Residential use behind a).

24. 9 parcels located on the southwest corner of St. Catherine and Shelby streets. Existing zoning is OR-2, and the current land use is single-family residential, with a church (Deliverance Ministries) occupying one parcel. With this area being in the Residential Core area according to the Conceptual Master Plan, U-N would probably be most appropriate for this site. (Figure 34).
25. 1 parcel on the west side of Shelby St. just north of Baroness Ave. Existing zoning is OR-2, but the existing land use is single-family residential. This parcel is located in the Residential Core and is completely surrounded by R-6 zoning. Although the adjacent parcels are zoned R-6, the general recommendation for the Residential Core is to reduce densities in the Residential Core. No specific change is recommended, however, since this parcel lies within the Residential Core, R-6 should be considered for this parcel if an area-wide rezoning is initiated. (Figure 35).
26. 3 parcels on the southeast corner of Kentucky and Clay streets. Existing zoning is M-2. Rodgers Machine Co. occupies the corner parcel. The remaining 2 parcels are occupied by single-family residential. This site is subject to Plan Certain requirements (#9-33-93). It was rezoned to M-2 in 1993 to allow a machine shop expansion along with metal fabrication. This site is well within the Residential core area according to the Conceptual Master Plan. Expansion of the current M-2

use or allowing M-2 uses on the residential lots is not consistent with the goals of the community for this area. Based on public meetings and Task Force discussion, the site is recommended for further study and possible down-zoning to U-N. The Rogers Machine Co. would become a nonconforming use that would be permitted at its current size, but future development of the site would be more consistent with the intent of the residential core. (Figure 36). This site will need additional study if an area-wide rezoning is initiated.

27. 6 parcels on the extreme eastern edge of the study area, stretching from St. Catherine to Oak. Existing zoning is R-6, and the parcels are currently being used as right-of-way for CSX Railroad. These parcels lie in the Mixed-Use Area as designated on the Conceptual Master Plan, they are also in the Transition Zone and are adjacent to properties on the west that are primarily zoned for industrial uses. No change in zoning is recommended because of the current land use on these parcels, but the parcels should be subject to future study. (Figure 37).
28. 5 parcels on the east side of Preston Street between Roselane and Lampton streets. Existing zoning is OR-2, and it is located in a Mixed Use area according to the Conceptual Master Plan. This site is the intended location of a new Dollar General store and training center. Current land use is vacant lots, with a small block building being used for storage. Recommended zoning is C-1. (Figure 38). Note: This parcel was approved by the Louisville and Jefferson County Planning Commission for rezoning to C-1 on January 24, 2002.

5. Transportation

One important factor in the economic development of Smoketown/Shelby Park is the existence and availability of public transportation. Currently, 5 bus routes serve the study area, although only 3 actually run through it: *25-Oak Street*; *18-Preston Street*; and *43-Poplar Level Road*. In addition, *44-St. Regis Park* and *23-Broadway* run along the north boundary of the study area (see Figure 11). The routes intersect the neighborhood well, leaving only a few areas more than 600 feet from a bus route (see Figure 12). Perhaps an extension of Route 43 one block over to Clay St. will allow those parcels in the middle of the residential core to be closer to public transportation. In addition, the proposed light rail system mentioned earlier could have an effect also.

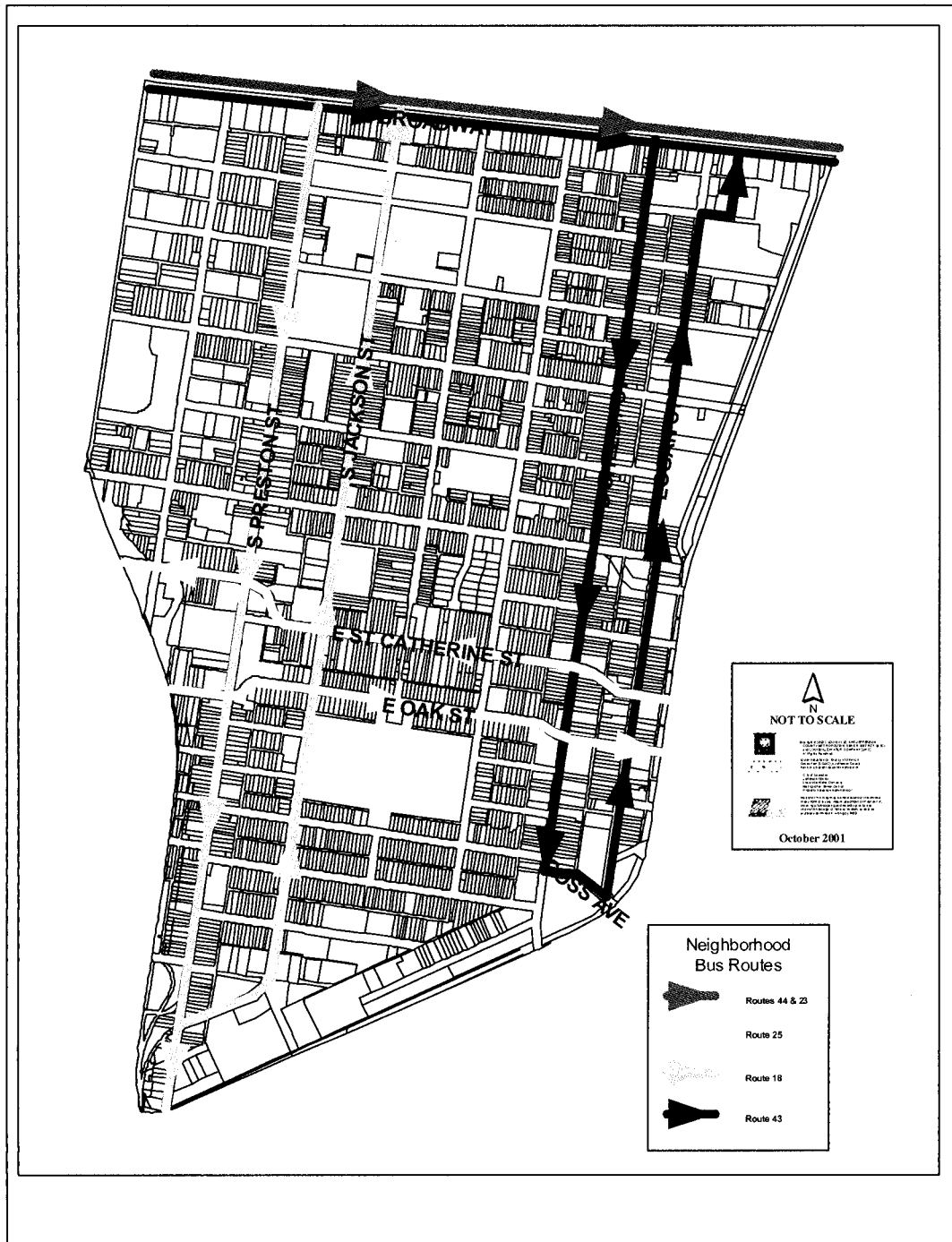


FIGURE 11: Neighborhood Bus Routes

38

Smoketown and Shelby Park are also home to a number of one-way streets (see chart)

One-Way Streets

NORTH-SOUTH	EAST-WEST
Preston (south)	Breckinridge (west)
Shelby (south)	Mary / St. Catherine (west)
Jackson (north)	Kentucky (east)
Logan (north)-south of Finzer	Oak (east)
Campbell (north)-north of Finzer	

Converting one-way streets to two-way would help to slow traffic and provide a safer, more pedestrian friendly environment, in addition to giving residential streets more of a neighborhood feel instead of as just a "cut-through" to somewhere else. In some cases, the transportation network may be improved by the creation of two-way streets. The Downtown Plan currently being prepared, as well as the Old Louisville/Limerick neighborhood plan are considering recommending the change of several downtown streets from one-way to two-way including a Oak, Breckinridge, and possibly St. Catherine streets in the Smoketown/Shelby Park neighborhood.

Light Rail Corridor

Transit Authority of River City (TARC) is proposing a system of light rail within the City of Louisville. The system will provide access to large centers of employment, such as UPS, Louisville International Airport, and the central business district. Two major lines are proposed through the Smoketown/Shelby Park study area: a line running north along Floyd Street, and a line running south along Preston Street. A transfer station is currently proposed south of St. Catherine on what is now a large vacant lot. Another possible rail stop is proposed in the block bordered by Breckinridge, Preston, Caldwell, and Floyd Streets. Several of these lots are currently vacant.

6. Other Issues

6.1 Design Guidelines

Design guidelines for new development and redevelopment are considered essential to preserve and protect the character of Smoketown/Shelby Park. Separate design guidelines are recommended for each general use area—the residential core, the mixed use district, and the Broadway corridor. Modifications and/or exceptions for each set of design guidelines would also be needed within designated "transition" areas to help create a seamless



Design guidelines would address the compatibility of adjacent varying land uses to ensure a unified look

progression from one general use area to the next.

Design guidelines should address at least:

building pattern (setback, massing, height, scale); architectural character (style, materials, window/doorway location); parking (on and off-street guidelines including location, design, scale, etc.); signage; and landscape/buffering. It is anticipated that the current proposed revisions to the Land Development Code based on Cornerstone 2020 will address many of these issues. In general, the form area policies and proposed form district design standards can be applied to the areas identified on the Conceptual Master Plan: the Downtown and Traditional Marketplace Form Districts for the Broadway Corridor; the Traditional Neighborhood Form District to the residential core; and the Traditional Workplace Form District to the industrial areas. In addition, the Design Guidelines and Prototypes provides detailed guidelines for the Residential Core.

- *Downtown*

Section 4.7 explains in more detail the area to which this form district applies, but in general it covers the Broadway corridor west of Hancock. Design standards here should recognize characteristic building forms, heights, and intensities through building designs that are appropriate to their surroundings. A mixture of high density and high-intensity uses should be allowed. Architectural character should also relate to the surroundings, and historic resources should be conserved and designed in accordance with rehabilitation standards. Vehicular movement and parking should be clear and safe. The street pattern should be designed to handle a large volume of traffic as well as public transportation. There should be adequate provisions for on- and off-street parking as well as pedestrian movement. Open space should be provided and located in a pedestrian-friendly manner.

Streetscape elements such as light fixtures, benches, banners, fences, walls, signs and landscaping, as well as public art should be used to create an attractive environment for pedestrians as well as enhancing property values. More specific guidelines can be found in the Downtown Plan as well as the *Design Guidelines and Prototypes*, published in 1995.

- *Traditional Marketplace Corridor*

Refer to Section 4.7 for more detail as to which sections of the study area lie in this form district. In general, however, this covers the Broadway corridor east of Hancock Street. Development here is typically characterized by a mixture of low to medium intensity uses such as neighborhood-serving shops, restaurants, and other services. In some cases, buildings will have apartments or offices on the second story. There is usually little or no setback and building heights and styles are uniform (typically 2-4 stories and oriented toward the street).

Transportation should be connected, and parking should either be provided in surface lots at the rear of buildings if it cannot be provided on the street, so that customer parking

does not create a problem on nearby residential streets. Ideally, shared parking agreements between property owners are encouraged. Wide sidewalks, street furniture such as benches, and adequate landscaping should be provided to promote pedestrian and bicycle traffic. Open space should be promoted and provided where possible. Special attention should be paid to signage in this form area. Scale, style, and materials of existing buildings should be taken into consideration when proposing new development.

The Plan Elements notes that in Traditional Marketplace Corridors “ a premium should be placed on compatibility of the scale and architectural style and building materials of any proposed new development with nearby existing development within the corridor.”

- *Traditional Neighborhood*

The Traditional Neighborhood form district covers the largest portion of the study area. The general design standards as described in Cornerstone 2020 can be applied to those areas designated as the residential core on the CMP. More specific design standards can be found in the *Design Guidelines and Prototypes*. Above all, development and redevelopment should be compatible with the existing pattern of the neighborhood. This form district specifically encourages neighborhoods to be organized around a retail center that contains neighborhood-serving retail and public spaces such as parks. This neighborhood plan follows this recommendation in four cases along East Breckinridge St. Refer to Section 4.8.3 for more detail.

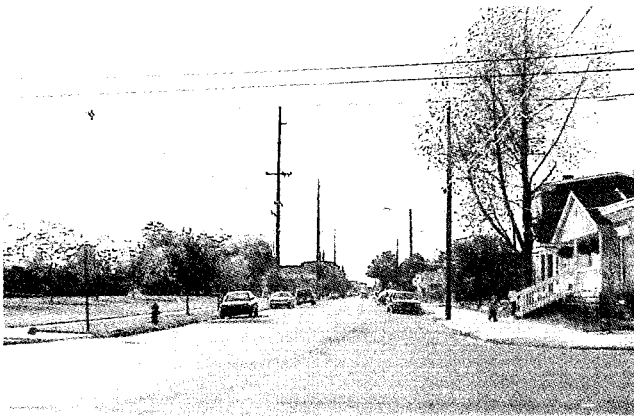
Along the edges of these districts, design standards would recognize transitions between adjacent areas of different zoning. This can also be incorporated into the transition zones between areas on the CMP.

A variety of housing forms are appropriate for this district, such as detached houses, duplexes, townhouses, or apartments to allow adequate housing choices for people of differing incomes. In surveys conducted of residents and non-residents in 1995, most of those surveyed preferred suburban-style design for redevelopment, featuring wide spacing between buildings, deep setbacks, and simple landscaping. At the same time, however, those surveyed also preferred renovation of existing homes to the new "builder shotguns". New housing oriented towards alleys was also popular, along with using landscaping and fences to define yard boundaries.



For new construction or additions to existing buildings, the established setback pattern and building heights for the block should be maintained, even though these may differ from block to block. Non-residential development should only be allowed in neighborhood centers or in transition zones. Any uses other than single-family should

only be allowed at the commercial nodes or in transition areas, and only when design, scale, and location are compatible with surrounding uses.



As in every case, existing street and alley patterns should be maintained. Historic paving materials such as stone or brick should be retained or reused where possible. Off-street parking in the form of surface lots and garages should be provided if possible, with access from rear alleys. Provisions should be made for users of public transportation (i.e. bus shelters), bicyclists,

and pedestrians. Open spaces should be consistent with the pattern of the form district. Healthy trees along public rights-of-way are encouraged, both in front yards and along the street to provide shade to the sidewalks. These design standards can be applied to the areas designated as the residential core on the CMP.

- *Traditional Workplace*

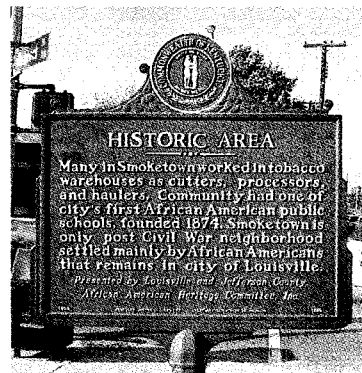
The portion of the study area generally south of Marret Avenue lies within the Traditional Workplace form district. This form district encourages a variety of industrial uses. Heavy industrial should be located here only if significantly buffered from surrounding areas of lower intensity, and only if those heavy industrial areas have adequate access to the transportation system. Cornerstone 2020 recommends the development of a vision and a master plan to guide current uses and redevelopment in these areas. This type of master plan is beyond the scope of this neighborhood plan, and any type of vision for this part of the study area should probably incorporate those areas of industrial use to the south of the railroad tracks, in the Meriwether neighborhood.

Design techniques here should encourage safety and reduce crime. As in all other form districts, common elements such as street trees, signage, benches, lighting, etc. should be encouraged to promote pedestrian, bicycle, and mass transit uses where possible. Above all, a high level of access should be provided to allow workers from across the region to reach their workplace. These districts should also be placed near regional transportation networks such as rail, water, and highways.

(Sources: Design Guidelines and Prototypes, Winter 1995; Cornerstone 2020 Comprehensive Land Use Plan: FINAL-For Transmittal to the Louisville and Jefferson County Planning Commission - June 15, 2000)

6.2 Gateways/Corridor Improvements

One goal of the neighborhood planning process was to identify areas where public capital improvements could be made. These improvements would be designed to aid the redevelopment process through visual quality improvements that would help to strengthen the areas identity and foster a greater sense of community.



The Task Force identified several key roadways that serve as "gateways" to the Smoketown/Shelby Park neighborhood and targeted these locations for future improvements. They are:

- South Jackson Street, which serves as a critical link to Shelby Park from Interstate 65
- West Oak and West St. Catherine Streets, which link the Old Louisville Neighborhood to the west
- West Kentucky Street, which links the SoBro neighborhood to the west
- Mary Street/E. St. Catherine Street which links Germantown neighborhood to the east
- Preston and Shelby Streets, which serve as northern gateways to the neighborhood from the Broadway corridor, and;
- the Goss/Logan/Campbell Street corridor, which provides a southeastern point of access into the neighborhood.

Two corridors were also identified for public improvements. The Hancock Street corridor, from Broadway to Oak, is planned as an important pedestrian corridor that would eventually provide access from Shelby Park north to the Ohio River. The East Breckenridge Street corridor, which transverses the neighborhood east to west from Original Highlands to SoBro is seen as an important corridor for economic redevelopment. The Task Force identified several locations along this corridor for retail areas or "nodes" that would provide neighborhood serving goods and services.

Capital improvements to be considered should include sidewalks, enhanced landscape treatment, a unified system of signage, and streetscape elements such as pedestrian lighting and public seating. Further study however, is needed to identify the specific types of capital improvements that would be needed for these corridors as well as the gateway locations.

6.3 Housing Strategy

Although the Smoketown/Shelby Park Neighborhood Plan land use recommendations provide the basic roadmap for residential development, a definitive housing strategy is needed. It is the recommendation of the Task Force that a comprehensive Housing Strategy be completed that sets forth specific implementation measures to target new housing and open space development in keeping with the Conceptual Land Use Plan and the Goals and strategies. This strategy would bring together the efforts of the Louisville Housing Authority, including elements of the HOPE VI application for Clarksdale, as well as the work of the SSPCHDO and groups like Operation Warm.

6.4 Economic Development Strategy

It is also the recommendation of the Task Force to pursue an economic development strategy that would target new development in keeping with the Conceptual Land Use Plan and the Goals and strategies of the Neighborhood Plan. The economic development strategy would identify specific actions to support existing business in keeping with the goals and objectives of the neighborhood plan; recruit and attract new businesses, housing, and other development targeting locations consistent with the plan; and promote and strengthen the Broadway corridor and the neighborhood's Enterprise Zone. The Economic Development Strategy should also look at ways to take advantage more fully of existing programs and services such as the Land Bank or the loan and design assistance programs offered by the Louisville Office for Business Services.

6.5 Integration/Coordination

There are several on-going efforts that will directly or indirectly impact future growth and development within the Smoketown and Shelby Park neighborhoods. They include:

- Transit Tomorrow (T2) Light Rail Corridor Study
- The SoBro Neighborhood Plan
- The Downtown Plan
- Broadway Corridor improvements
- Clarksdale's HOPE VI application

While this planning process has begun to look at how the goals, strategies and recommendations of Smoketown/Shelby Park residents can be integrated into these other works, diligent on-going coordination is vital. The partnerships and working relationships established between the Smoketown/Shelby Park Task Force and the varying agencies and other neighborhood groups involved in these related efforts must continue to ensure that all interests are being served.

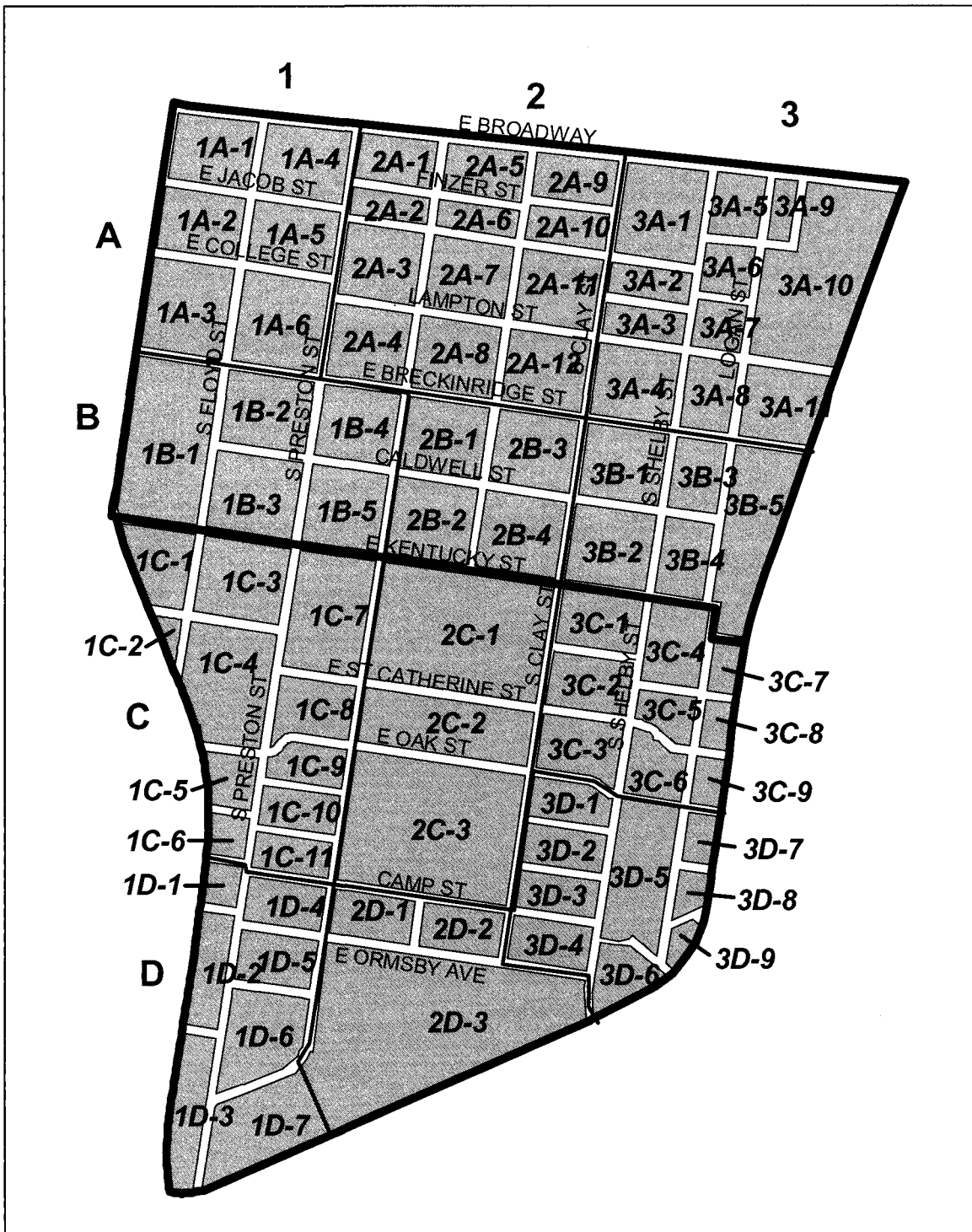


FIGURE 39: Study Area Blocks Used for Analysis